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REPORT OF THE EXECUTIVE DIRECTOR FOR 1992

REPORTS REQUESTED BY THE GOVERNING COUNCIL

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STATUS REPORT ON THE IMPLEMENTATION OF THE STRATEGY FOR UNFPA ASSISTANCE TO SUB-SAHARAN AFRICA

1. In an effort to increase the effectiveness of its assistance in the region, UNFPA submitted to the Governing Council at its thirty-fourth session its strategy for UNFPA assistance in sub-Saharan Africa (document DP/1987/37). The strategy proposed to address African population problems by concentrating assistance on four priority areas: (a) intensifying public information, education, and communication (IEC) programmes to encourage attitudinal and behavioural change; (b) encouraging the integration of population into development planning and the formulation and implementation of population policies; (c) expanding birth-spacing/family planning information and service programmes; and (d) contributing to the improvement of the status of women. UNFPA submitted its second progress report on the implementation of the strategy to the Governing Council at its thirty-eighth session in document DP/1991/33. The Council noted the report with satisfaction and requested the Executive Director to report to the Council at its fortieth session on the continued implementation of the strategy (decision 91/35A). This report has been prepared in response to that request.

2. This report is presented in four sections. The first section provides a brief overview of UNFPA expenditures for country and regional activities in sub-Saharan Africa between 1986 and 1992. The second section reviews the progress made and constraints encountered in the main areas of the UNFPA programme during 1990-1992. The third section examines programme operations, and the fourth section provides a brief overview of the overall impact of the UNFPA programme. The principal sources of information for this report are UNFPA's financial and management information systems and the responses to a lengthy questionnaire completed in late 1992 by UNFPA field offices in 41 of the 43 sub-Saharan countries covered by UNFPA. Only Guinea-Bissau and Liberia did not respond in time to be included in the report. To provide a comparative perspective, these responses have been compared with those to a similar questionnaire completed by field offices in 1990.

I. UNFPA SUPPORT FOR STRATEGY IMPLEMENTATION

3. UNFPA increased its support for population activities in the region steadily and significantly from 1986 (the year before the adoption of the strategy) through 1990, as total expenditures (UNFPA regular and multi-bilateral resources combined) rose from $22.1 million to $56.8 million (see table 1). The resource situation in 1991 permitted only a modest increment, however, as total expenditures increased by only $3.9 million to $60.7 million. In 1992, total expenditures dropped by nearly $14 million to $46.9 million. This absolute downturn in resources led to a loss of momentum in implementing important activities. Although expenditures for UNFPA activities slowed in 1991 and dropped in 1992, those of other donors continued to grow in the region. For example, assistance provided by the United States Agency for International Development (USAID) grew steadily from $43 million in 1987 to $83 million in 1991, while World Bank approvals for multi-year population loans increased from approximately $22 million in 1986 to about $203 million in 1991. Overall, such financial trends imply a growing capacity of Governments and non-governmental organizations (NGOs) to implement population programmes in the region.

Table 1: Expenditures of UNFPA regular and multi-bilateral resources, 1986-1992
(in thousands US$)

COUNTRY	1986	1987	1988	1989	1990	1991	1992 (estimated)
Regular	16,582	18,862	23,408	29,289	39,350	43,231	33,017
Multi-bi	175	230	1,083	1,543	6,708	4,851	4,600
REGIONAL							
Regular	5,344	5,942	7,818	9,583	10,042	11,589	9,000
Multi-bi	0	119	441	594	708	1,037	250
TOTAL							
Regular	21,926	24,804	31,226	38,872	49,392	54,820	42,017
Multi-bi	175	349	1,524	2,137	7,416	5,888	4,850

4. Expenditures of UNFPA regular and multi-bilateral resources between 1986 and 1992 supported activities in all major programme areas in the strategy. For example, depending on the year, family planning and closely associated IEC accounted for between 52 and 55 per cent of total expenditures; basic data collection and analysis, 16-19 per cent; population dynamics, 10-17 per cent; population policy formulation and population and development, 10-11 per cent; and special programmes including those aimed at women and at youth, 2-6 per cent.

5. The following analysis focuses on achievements in the main programme areas of the strategy. Such achievements, of course, are attributable not only to the support provided by UNFPA, but also to the support and concerted efforts of other donors as well as of Governments and national and international NGOs.

II. PROGRESS IN THE MAIN AREAS OF THE STRATEGY

A. Population policy and development planning

6. Establishment of population commissions/units. A comparative analysis of field office responses to the 1990 and 1992 questionnaires indicates that the number of countries that established interministerial population commissions to coordinate and supervise population programmes increased from 14 to 22 between 1990 and 1992. The number of countries with population units also increased during the same period, from 29 to 33. Such units are generally located in ministries of planning or finance and are responsible for, inter alia, creating awareness of population issues, serving as the secretariat of population commissions, and integrating population factors into development planning. In almost all these cases, UNFPA provided support to help establish and/or strengthen these population commissions and units.

7. Basic data collection and demographic research. In order to fulfill their responsibilities, the population commissions/units noted above require access to reliable population data, as do the planning units of most sectoral ministries. To help meet those needs, data collection and analysis activities were undertaken in all but 2 of the 41 reporting countries during the 1990-1992 period. Twenty countries conducted demographic and health surveys; 10 carried out general mortality studies; 22 undertook fertility and contraceptive use studies; 11 conducted migration studies; and 10 studied the interrelationship between population and the environment. Moreover, 24 undertook censuses, 17 improved civil registration, and 5 conducted specific maternal mortality studies. UNFPA provided partial or full support to these activities. UNFPA field offices indicated pressing needs for more data collection and analysis of these types in all 41 reporting countries.

8. Training in demography and in population and development. UNFPA field offices report that demography and/or population and development courses are currently being offered at the undergraduate level in 34 of 41 reporting countries (five countries do not have national universities); at the masters level in 16; and at the doctoral level in 3 (Cameroon, Ghana, Kenya). Such courses help prepare national staff to collect and analyse demographic data, incorporate demographic factors into development planning, formulate population policies, and create awareness of population issues. UNFPA continued to support regional training in demography at the Regional Institute for Population Studies (RIPS) in Ghana and the Institut de Formation et de Recherche Démographiques (IFORD) in Cameroon. The two institutes provided training at the masters level each year to approximately 50 students from sub-Saharan countries and granted several Ph.D.s during the 1990-1992 period. Following a review of their curricula, both institutes decided to place more emphasis on training in population and development. Moreover, the African Institute for Economic Development and Planning (IDEP) in Senegal provided intensive training in population and development each year for 25-30 planners from governmental ministries.

9. Policies regarding population growth. According to the responses from field offices, 33 countries now consider their population growth rates as too high (see table 2). This is up from 31 in 1990 and 25 in 1986. The reason most commonly given for this perception is that current population growth rates threaten economic and social development. Such change in attitudes towards population issues would appear to justify the investment in data collection and analysis and in training in demography and in population and development.

10. The perception that fertility is too high is shared by 32 countries, which see it as a cause of too rapid population growth and/or as detrimental to women's health.

11. Such perceptions have led 13 countries containing 54 per cent of the region's population to adopt formal population policies (Burkina Faso, Ghana, Guinea, Kenya, Madagascar, Mali, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, United Republic of Tanzania and Zambia). This is more than twice the number (6 countries) in 1987. Another 20 countries are in various stages in the process of preparing such policies. A total of 19 countries have set targets for fertility, 21 have targets for migration, and 23 for mortality.

12. Population and national development plans. Twenty-three of the 41 countries reporting have national development plans. Eighteen of these have incorporated population factors into these plans, although to varying degrees. Another 15 have structural adjustment plans. All but 8 of these 38 countries have incorporated population variables into one type of plan or the other. Awareness-creation activities have progressed steadily since the adoption of the strategy in 1987, and the stage has been set for the Governments to develop and implement population programmes.

Table 2: Attitudes toward population variables, existence of a population policy, and incorporation of population into development planning in 41 sub-Saharan African countries

	Government views pop. growth rate as too high	Government views fertility rate as too high	Has adopted formal population policy	Policy being prepared	Population in development and/or structural adjustment plans
ANGOLA		√		√	√
BENIN				√	√
BOTSWANA	√	√		√	√
BURKINA FASO	√	√	√		√
BURUNDI	√	√		√	√
CAMEROON	√	√		√	√
CAPE VERDE	√	√		√	√
CENTRAL AF. REP.	√	√		√	√
CHAD				√	√
COMOROS	√	√			√
CONGO	√			√	√
COTE D'IVOIRE	√	√		√	√
EQUATORIAL GUINEA					√
ETHIOPIA	√	√		√	
GABON					√
GAMBIA	√	√		√	√
GHANA	√	√	√		
GUINEA	√	√	√		√
KENYA	√	√	√		√
LESOTHO	√	√		√	√
MADAGASCAR	√	√	√		√
MALAWI	√	√		√	√
MALI	√	√	√		√
MAURITANIA				√	
MAURITIUS					
MOZAMBIQUE	√	√		√	
NAMIBIA	√	√		√	
NIGER	√	√	√		
NIGERIA	√	√	√		
RWANDA	√	√	√		√
SAO TOME & PRIN.	√	√			
SENEGAL	√	√	√		√
SEYCHELLES					
SIERRA LEONE	√	√	√		√
SWAZILAND	√	√			√
U.R. of TANZANIA	√	√	√		√
TOGO	√	√		√	
UGANDA	√	√		√	√
ZAIRE	√			√	√
ZAMBIA	√	√	√		√
ZIMBABWE	√	√			√
TOTAL	**33**	**32**	**13**	**20**	**30**

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B. Maternal and child health and family planning

13. UNFPA is currently supporting at least one, and in many cases several, MCH/FP projects in every sub-Saharan African country. The Fund is also providing assistance for regional training courses in family planning clinical skills at the Mauritius Institute of Health and at the Ministry of Health of Portugal for the five African lusophone countries. The latter course will soon be shifted to a location in Africa. Other organizations providing external assistance have also actively supported this sector in an effort to complement governmental and NGO inputs. The responses from the 41 UNFPA field offices indicate that investments in the development and management of MCH/FP services are beginning to bear fruit. Indeed, 29 of the 41 countries report significant progress during 1990-1992 in expanding their family planning service networks, and two-thirds indicate an increase in the use of such services.

14. UNFPA field offices indicate a wide range in the percentage of government health facilities that offer family planning services, from a low of 1 per cent in Cote d'Ivoire to a high of 100 per cent in Mauritius, Seychelles and Swaziland. Such estimates are somewhat misleading, however, since they do not indicate the extent to which the services offered are either visible or truly accessible. As regards the proportion of the population estimated to have reasonably convenient access to family planning services (generally defined as living within a set distance from a place where services are at least occasionally offered), in only 12 countries did at least half the population have even theoretical access to such services (see table 3). Thirteen countries did not yet even have an indicator such as theoretical access, which itself gives some idea of the extent to which many programmes still operate without the benefit of very basic information required for planning purposes. Moreover, in some countries, services were provided only sporadically, while in others they were not promoted as openly or enthusiastically as other health-related services.

15. The effect of increased accessibility to services, albeit still limited, in most countries is reflected by increases in contraceptive prevalence in 22 countries during 1990-1992. In spite of these increases, however, prevalence levels remain below 20 per cent in all but six countries -- Botswana, Kenya, Lesotho, Mauritius, Seychelles and Zimbabwe. As might be expected, relatively high contraceptive prevalence is associated with high levels of access to family planning services.

16. When asked what provided the greatest opportunity to increase accessibility and hence contraceptive prevalence, 38 field offices identified strengthening and/or expanding services within governmental health facilities; 28 cited expanding the use of NGO networks; 14 recommended making better use of community-based distribution systems; 14 said increasing the involvement of private physicians and pharmacists; and 13 recommended making use of subsidized social marketing schemes.

17. The most often cited obstacles to increasing the use of family planning were, in descending order, the lack of public information in support of family planning (25 countries), opposition of cultural or religious groups (22 countries), poor quality or inaccessibility of services (15 and 14 countries, respectively) and weak governmental support (13 countries).

Table 3: Progress in family planning in 41 sub-Saharan African countries

	% with theoretical access to services	Increase in FP service network 1990-1992	Increase in utilization of FP services 1990-1992	Contraceptive prevalence	Increase in prevalence 1990-1992
ANGOLA	-	√	√	-	√
BENIN	2.5	√	√	2.5-4	
BOTSWANA	86	√	√	29	√
BURKINA FASO	24	√	√	8.0	√
BURUNDI	60-80	√	√	2.5	√
CAMEROON		√	√	13.0	√
CAPE VERDE		√		15-19	
CENTRAL AF. REP.	2.5	√		2.5	
CHAD		√	√	-	√
COMOROS	90			3.0	
CONGO		√	√	2.0	√
COTE D'IVOIRE	10	√		3.0	√
EQUATORIAL GUINEA	5			-	
ETHIOPIA	30-40			4.0	
GABON					
GAMBIA	50	√	√	10.0	√
GHANA		√	√	13.0	√
GUINEA	20	√		2-3	
KENYA	44	√		27.0	
LESOTHO	80	√	√	22.0	√
MADAGASCAR	1.5	√	√	3.0	√
MALAWI	20	√	√	3-7	
MALI		√	√	5.0	√
MAURITANIA	30	√	√	2.0	√
MAURITIUS	100			75.0	
MOZAMBIQUE	25			2.0	
NAMIBIA	50-70		√	18.0	
NIGER	28	√	√	4.0	√
NIGERIA	34			3.5	
RWANDA	90	√	√	12.0	√
SAO TOME & PRIN.	30			8.0	√
SENEGAL		√	√	5.0	√
SEYCHELLES	90		√	52.0	
SIERRA LEONE	40	√	√	5.0	
SWAZILAND	65-88	√		17.0	√
U. R. of TANZANIA			√	7-10	
TOGO		√	√	3.0	
UGANDA		√	√	7.0	√
ZAIRE		√	√	8.0	√
ZAMBIA	74	√	√	15.0	√
ZIMBABWE	80		√	43.0	
TOTAL		**29**	**27**		**22**

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C. Population information, education and communication

18. In order to increase awareness of population issues, build political and public support for population programmes, and create favourable attitudes towards and acceptance of family planning, UNFPA continued to provide support for activities to incorporate population and family life education in formal school curricula in 30 countries and to reach a wide variety of audiences (leadership groups, women of reproductive age, males, out-of-school youth, etc.) through mass media, non-formal education programmes, outreach workers, etc., in 35 countries. In support of these activities, in 1992 UNFPA launched a regional training programme for anglophone Africa in IEC management and strategy development as well as in audience research and message design. Thirty students attended the first two pilot courses.

19. Formal education. Incorporating population and family life education into regular curricula typically requires sensitizing educational authorities and parents, developing lesson plans and educational materials, testing pilot activities, printing course materials, and training teachers. Most countries are still in the early stages of this process. Only Botswana, Seychelles and Zimbabwe have introduced population or family life education in 50 per cent or more of their primary schools; and only Botswana, Burkina Faso, Central African Republic, Gambia, Mauritius, Senegal, Sierra Leone and Zimbabwe have achieved similar levels of integration at the secondary level. The remaining countries are either still at the pilot stage, introducing population and family life education in a small number of schools, or have not yet initiated the process at either the primary or secondary level (Angola, Cape Verde, Namibia and Rwanda).

20. Although progress has been slow, during 1990-1992 the number of schools teaching family life and/or population education increased in 17 countries (see table 4) while decreasing in only one (Zambia).

21. Field offices identified the following priorities in this area: teacher training and textbook production (each declared a priority by 35 countries), curriculum development and sensitization of the public (32 countries each), sensitization of educators themselves (30) and establishment of a special population education unit within the Ministry of Education (22).

22. Non-formal information, education and communication. Twenty-six countries report using radio frequently to transmit population and/or family life messages; the remaining 15 report using radio at least occasionally (see table 4). Television is employed frequently in 9 countries and occasionally in another 26. Newspapers and magazines carry population-related material frequently in 16 countries and occasionally in 24. Outreach workers (e.g., health, agricultural, labour, and/or social welfare) regularly transmit population/family life education messages in 21 countries and occasionally or irregularly in another 17, although often only a minority of these workers participate in such activities since most have yet to be trained to do so. Indigenous media have been used frequently in 3 countries and occasionally in 33 countries. Nine countries routinely make use of adult education and/or literacy programmes to transmit population education/family life messages, while 24 occasionally do so.

23. In an effort to generate support for population programmes, 13 countries organized specific IEC activities aimed at parliamentarians and at government ministers, while 30 countries aimed such activities at religious and other community leaders.

24. Field offices in seven countries report no important changes/improvements in IEC during 1990-1992, although it should be noted that two of these, Mauritius and Zimbabwe, are quite advanced in this regard. Of the remaining 34 countries, 24 report having developed new messages, 25 having reached broader audiences and 19 having reached new target groups, and 17 having involved new media in population IEC efforts.

Table 4: Advances in IEC in 41 sub-Saharan African countries

	Population and/or family life taught in some primary schools	Population and/or family life taught in some secondary schools	Increase in schools teaching population and/or family life 1990-1992	Improvement/expansion of non-formal IEC 1990-1992	IEC for leadership groups	Frequent use of radio	Frequent use of extension workers
ANGOLA				√	√	√	
BENIN		√	√	√	√		
BOTSWANA	√	√	√	√	√	√	√
BURKINA FASO	√	√	√	√	√		√
BURUNDI	√	√	√	√	√	√	√
CAMEROON		√	√	√	√	√	√
CAPE VERDE				√	√	√	
CENTRAL AF. REP.		√				√	√
CHAD				√			
COMOROS				√	√	√	√
CONGO				√	√	√	√
COTE D'IVOIRE							
EQUATORIAL GUINEA	√	√			√		
ETHIOPIA		√	√	√	√	√	√
GABON		√		√	√		
GAMBIA		√		√	√	√	√
GHANA		√	√	√	√	√	√
GUINEA	√		√	√	√	√	√
KENYA	√	√		√	√	√	√
LESOTHO	√	√		√	√	√	√
MADAGASCAR	√	√			√	√	
MALAWI				√	√		
MALI	√		√	√	√	√	√
MAURITANIA	√	√		√	√		
MAURITIUS		√			√	√	
MOZAMBIQUE				√	√		√
NAMIBIA				√			
NIGER	√	√		√	√	√	√
NIGERIA		√	√	√	√	√	
RWANDA				√	√	√	√
SAO TOME & PRIN.		√	√	√			
SENEGAL		√	√	√	√		
SEYCHELLES	√					√	
SIERRA LEONE		√	√	√	√		
SWAZILAND		√	√	√	√	√	√
U. R. of TANZANIA	√	√	√	√	√	√	√
TOGO	√	√	√	√	√		
UGANDA				√	√	√	√
ZAIRE		√	√	√	√	√	
ZAMBIA		√		√	√		
ZIMBABWE	√	√			√	√	√
TOTAL	15	27	17	34	35	26	21

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25. Data on key indicators of the effectiveness of the IEC efforts in enhancing knowledge of and changing attitudes towards family planning are scarce throughout the region. This seriously limits the ability of countries to plan IEC interventions adequately. For example, 21 field offices report that they did not have recent, credible information on the percentage of women age 15-45 who either knew of at least one contraceptive method, opposed family planning, or expressed doubts about contraceptive safety. Where such data exist, awareness of at least one method among those living in urban areas ranges from 15 per cent in Guinea to 40-88 per cent in eight countries to 90 per cent or more in Botswana, Ethiopia, Kenya, Lesotho, Mauritius, Niger, Seychelles, Togo, Uganda, Zambia and Zimbabwe. Levels of such awareness tend to be somewhat lower in rural areas. Botswana, Ghana, Kenya, Lesotho, Malawi, Mauritius, Niger, Rwanda, Seychelles, Swaziland, Togo, Uganda, Zambia and Zimbabwe lead in this area with 60 per cent or more of their rural inhabitants professing knowledge of at least one method. Although data are again available from only 10 countries, it would appear that outright opposition to and/or serious reservations about family planning are confined to only a small minority except in Cameroon, Ethiopia, Madagascar, Swaziland and Zambia, where it is more widespread.

26. In order to increase awareness of population issues, augment the acceptance of family planning and address key concerns of major target groups, the UNFPA field offices stressed the need, inter alia, to develop national IEC strategies (38 countries), set up IEC coordinating/planning bodies to implement the strategies (33), conduct research to obtain data to develop strategies and design appropriate messages (27), train personnel (37) and improve the content of IEC messages through better pre-testing (33). The field offices also recommended expanding the population coverage of all media, but attributed special promise to radio (38 countries), youth organizations (38), extension and outreach workers (36), indigenous media (31) and adult education and literacy programmes (29).

D. Women, population and development

27. When asked to identify the leading barriers to women's participation in population and development activities, UNFPA's 41 responding field offices pointed to high fertility (37 countries), cultural factors (36), poor educational opportunities (36), discriminatory inheritance/ownership laws (29) and discriminatory labour laws (10).

28. To help remedy these conditions, the field offices recommended assigning priority to: promoting family planning (38 countries), promoting more formal education, or at least literacy training, for women (37), strengthening women's organizations (30), and conducting research on the status of women (30).

29. In 1990-1992, UNFPA supported 40 special women, population and development projects in 28 countries. It should be noted in this regard that UNFPA activities are required to address women's concerns and to involve women as both participants and beneficiaries. This is true not only of MCH/FP and IEC activities, but also of data collection and analysis activities, the results of which are useful in designing, or in building political support for, programmes to benefit women. During 1990-1992, UNFPA provided assistance for data collection on women's status in 23 countries, while 15 countries report that such data gathering now occurs on a somewhat routine basis (see table 5). Furthermore, UNFPA supported national women's organizations in 29 of 31 countries in which such organizations were active in population activities and provided support to help strengthen government women's bureaus in 28 countries.

Table 5: Advances in women, population and development in 41 sub-Saharan African countries

	Involvement of women's organizations in population activities	Existence of government women's bureau	Routine collection of data on women's status	Favourable constitutional changes 1990-1992	Government policies & development planning take women's concerns into account
ANGOLA	√	√		√	√
BENIN	√		√		
BOTSWANA	√	√	√	√	√
BURKINA FASO	√	√			√
BURUNDI	√	√	√	√	
CAMEROON	√	√			√
CAPE VERDE	√	√	√		√
CENTRAL AF. REP.	√	√			√
CHAD					
COMOROS	√	√		√	√
CONGO		√			√
COTE D'IVOIRE	√	√	√		√
EQUATORIAL GUINEA		√			√
ETHIOPIA		√			
GABON	√	√			√
GAMBIA	√	√	√		√
GHANA	√	√	√	√	√
GUINEA		√		√	√
KENYA	√	√	√		√
LESOTHO	√	√	√	√	√
MADAGASCAR	√	√			√
MALAWI	√	√			√
MALI	√			√	√
MAURITANIA	√	√			√
MAURITIUS		√	√		√
MOZAMBIQUE	√			√	
NAMIBIA	√	√		√	√
NIGER	√	√			√
NIGERIA	√	√			√
RWANDA		√			√
SAO TOME & PRIN.		√			√
SENEGAL[1]					
SEYCHELLES			√		√
SIERRA LEONE	√	√	√	√	√
SWAZILAND	√				
TANZANIA	√	√			√
TOGO	√	√	√		
UGANDA	√	√	√		√
ZAIRE	√	√			√
ZAMBIA	√	√		√	√
ZIMBABWE	√	√	√		√
TOTAL	31	34	15	12	33

[1] Senegal did not provide data for this section.

30. The impact of assistance of the types mentioned above is, of course, difficult to document, especially since external support constitutes only a fraction of the resources directed towards activities to improve women's status. Among the few indicators available, it is interesting to observe that during 1990-1992 constitutional changes favourable to women occurred in 12 countries, while women's concerns were taken into account in government policies and development plans in 33 countries, albeit not to a significant degree in most cases (see table 5).

III. POPULATION PROGRAMME OPERATIONS

31. The 1990-1992 period has been a particularly frustrating one for UNFPA activities in sub-Saharan Africa. Although past investments in human resource development were beginning to pay off in enhanced national capacity (in at least 21 countries) to design and conduct programmes, limitations on UNFPA funding constrained programme implementation in all but 10 of the 41 countries reporting. Government austerity measures impeded operations in 20 countries, and low pay for staff resulted in low productivity and/or loss of key trained personnel in 34 countries.

32. In response to these obstacles, UNFPA is exploring alternatives in 21 countries (such as charging for some services, for example) to make population activities operational under current economic conditions. The Fund is also, along with others, absorbing more local costs in 26 countries, and encouraging private-sector initiatives in 31 countries.

33. UNFPA field offices, all but three of which have computerized their financial and administrative operations, tend to rate UNFPA project formulation and monitoring as good. Such ratings, however, are not always supported by independent evaluators. Field offices also judged UNFPA financial management, including prompt release of funds and appropriate monitoring of their use, to be good, except in six reporting countries, where it was rated as fair. Government implementing agencies fared less well, as field offices rated the financial management of 21 such agencies as either fair or poor. Among the United Nations agencies that execute UNFPA-supported country projects, UNFPA field offices gave the United Nations Department of Economic and Social Development (DESD) and ILO the most favourable ratings for financial management, and UNESCO and WHO the least favourable. FAO occupied a middle position. With regard to technical assistance, the Economic Commission for Africa (ECA) joined DESD and ILO as those agencies providing good quality backstopping, while UNESCO, WHO and FAO received a rating similar to the one they received for financial management.

34. Finally, the amount and quality of coordination among donors, on the one hand, and between donors and recipient governments, on the other, was considered as good in 16 reporting countries, fair in 18, and poor in 5, indicating the need for UNFPA to take a more active role in bringing donors together and in encouraging governmental planning and coordination units to assume their proper role.

IV. OVERALL IMPACT

35. Table 6 presents 1991 population estimates for the 43 sub-Saharan Africa countries covered by UNFPA, as well as United Nations estimates of total fertility rates for 1980-1985 and 1985-1990 for 41 countries.

36. Among these 41, Botswana, Cape Verde, Kenya, Lesotho, Swaziland and Zimbabwe have made a solid beginning in the demographic transition, while Mauritius has reached replacement-level fertility. Smaller

decreases in fertility are also to be noted in Cameroon, Ghana, Senegal and Zambia. Nevertheless, these 11 countries are more than counterbalanced by Angola, Central African Republic, Equatorial Guinea, Ethiopia, Gabon and Uganda, where total fertility is estimated to have increased, and by 24 others, where fertility seems to have remained more or less unchanged.

37. Nevertheless, the evidence would suggest that past investment in population programmes has indeed set the stage for declines in fertility and population growth. This can be seen first and foremost in the success of efforts in the 11 countries noted above. Second, recent evidence, not reflected in the table, shows a fertility decline in Nigeria[1], which accounts for 20 per cent of the sub-Saharan population. Third, there has been an upswing in contraceptive use in most countries in the region, and demonstrated increases in contraceptive prevalence rates, at least in local areas, in such countries as Angola, Burkina Faso, Niger, United Republic of Tanzania and Zaire. The question for the future will be whether, in the face of competing needs, Governments and donors will retain the commitment required to extend and improve population programmes and thus translate these first signs of potential demographic change into real and significant change.

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[1] See J.C. Caldwell, "A New Type of Fertility Transition in Africa", Population and Development Review, volume 18, number 2, New York, The Population Council, 1992.

Table 6: Population growth in 43 sub-Saharan African countries

	Population (in 100,000s)[1]	Total Fertility 1980-1985[2]	Total Fertility 1985-1990[2]	Difference in total fertility
ANGOLA	10.3	7.0	7.2	+0.2
BENIN	4.9	7.1	7.1	0
BOTSWANA	1.3	6.5	5.5	-1.0
BURKINA FASO	9.2	6.5	6.5	0
BURUNDI	5.6	6.8	6.8	0
CAMEROON	12.2	6.3	6.1	-0.2
CAPE VERDE	0.4	6.3	4.8	-1.5
CENTRAL AF. REP.	3.1	6.1	6.2	+0.1
CHAD	5.8	5.9	5.9	0
COMOROS	0.6	7.0	7.0	0
CONGO	2.3	6.3	6.3	0
COTE D'IVOIRE	12.5	7.4	7.4	0
EQUATORIAL GUINEA	0.4	5.8	5.9	+0.1
ETHIOPIA	53.4	6.5	7.0	+0.5
GABON	1.2	4.5	5.0	+0.5
GAMBIA	0.9	6.5	6.5	0
GHANA	15.5	6.5	6.4	-0.1
GUINEA	5.9	7.0	7.0	0
GUINEA-BISSAU	1.0	5.8	5.8	0
KENYA[3]	22.7	7.5	6.8	-0.7
LESOTHO	1.8	5.5	5.0	-0.5
LIBERIA	2.5	6.8	6.8	0
MADAGASCAR	11.5	6.6	6.6	0
MALAWI	8.6	7.6	7.6	0
MALI	9.5	7.1	7.1	0
MAURITANIA	2.0	6.5	6.5	0
MAURITIUS	1.1	2.4	2.1	-0.3
MOZAMBIQUE	16.1	6.5	6.5	0
NAMIBIA	1.8	6.0	6.0	0
NIGER	8.0	7.1	7.1	0
NIGERIA[3]	88.5	6.9	6.9	0
RWANDA	7.5	8.5	8.5	0
SAO TOME & PRIN.	0.1			
SENEGAL	7.5	6.7	6.5	-0.2
SEYCHELLES	0.07			
SIERRA LEONE	4.3	6.5	6.5	0
SWAZILAND	0.8	6.3	5.2	-1.1
U. R. of TANZANIA	28.4	6.8	6.8	0
TOGO	3.6	6.6	6.6	0
UGANDA[3]	16.6	7.0	7.3	+0.3
ZAIRE	36.7	6.7	6.7	0
ZAMBIA	8.8	7.0	6.7	-0.3
ZIMBABWE	10.0	6.2	5.8	-0.4
TOTAL	445			

[1] From Population and Vital Statistics Report, United Nations Statistical Papers, Series A, vol. XLIV, No.4. Estimates are for mid-1991.

[2] These data are from the Population Division, Department of Economic and Social Development of the United Nations, World Population Prospects: The 1992 Revision. The figures refer to number of children per woman.

[3] Population figures for Kenya, Nigeria, Uganda are extrapolated from most recent census data.

STATUS REPORT ON THE IMPLEMENTATION STRATEGY TO STRENGTHEN THE CAPACITY OF THE FUND TO DEAL WITH ISSUES CONCERNING WOMEN, POPULATION AND DEVELOPMENT

38. The Governing Council in decision 91/35A, taken at its thirty-eighth session in June 1991, approved the extension of the strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development for another four years (1991-1994). The six principal activities that comprise the strategy are: revision of UNFPA project and programme procedures and guidelines; training of staff at all levels; closer coordination with other United Nations agencies; identification of experts to provide technical support; strengthening of the role of non-governmental organizations (NGOs); and enhancement of the information support system. The Governing Council also approved the priority areas outlined in the status report that UNFPA submitted to the Council at that same session (document DP/1991/32). These are: (a) to design comprehensive training programmes in women, population and development (WPD) aimed at strengthening the Fund's ability to put WPD programmes on a firmer operational footing; (b) to develop a comprehensive reporting mechanism to ensure more effective monitoring of the implementation of the strategy; (c) to improve the technical dimension of assistance to programming of WPD activities; and (d) to strengthen links with local NGOs. The Council encouraged the Fund to implement policy guidelines for the promotion of women in all population activities it assists and requested the Executive Director to report to the Governing Council at its fortieth session (1993) on the status of the implementation of the strategy.

39. During the reporting period, 1991 and 1992, UNFPA pursued the strategy vigorously in all aspects, giving special emphasis to the four priority areas endorsed by the Governing Council.

I. PRINCIPAL ACTIVITIES OF THE STRATEGY

A. Programming procedures and guidelines

40. During the period under review, the Fund reviewed and updated its sectoral policy guidelines and checklists as well as its guidelines for project formulation and appraisal to make them more gender-sensitive. As a result, women's concerns are now well reflected in the guidelines for MCH/FP and IEC. UNFPA also undertook a thorough review of the guidelines for the Fund's PRSD exercise. The gender issue has been "mainstreamed" throughout the guidelines and a special section has also been included on women, population and development. These guidelines are now being implemented and have contributed greatly to the integration of gender concerns in the many country programmes approved in the past two years.

B. Training

41. In January 1992, UNFPA organized two two-day training workshops focusing on women, population and development for Professional headquarters staff. A total of 32 staff participated in the training, which was conducted by the Royal Tropical Institute (KIT) of the Netherlands, with the full participation and support of staff from the Fund's WPD Branch. Participants' evaluations indicate that they were highly satisfied with the training provided, especially with the participatory approach and the use of materials that had been closely tailored to the mandate, policies and procedures of the Fund. Although it was generally felt that UNFPA staff had, on the whole, been well sensitized to gender issues and that such issues had been well integrated into UNFPA policies and procedures as a result of past efforts carried out under the strategy, the training enabled staff to sharpen their skills in incorporating gender into each of the Fund's programme areas. One of the main factors contributing to the success of the training workshops was the cooperative spirit of all

units in the Fund, whose inputs were invaluable in the design of the materials and other aspects of the workshops.

42. The incorporation of training in women, population and development in regular training programmes contributes greatly to the objective of mainstreaming women's concerns throughout all activities UNFPA supports. The Fund, therefore, included women, population and development in the orientation for field staff and for leaders of UNFPA country support teams (CSTs). UNFPA is developing plans for future training in consultation with UNFPA Country Directors, since it is envisaged that in future most training will be conducted in-country. Participants will include UNFPA staff, both international and national; government counterparts; staff of NGOs; and members of CSTs. The Fund will involve regional and local institutions at every stage of the training, to the extent possible, since an important objective will be capacity building. UNFPA continued to develop training materials such as the manual on project cycles, which seeks to ensure that women's concerns are reflected in all project documentation.

43. Development of a comprehensive reporting instrument. In mid-1991, UNFPA designed a "Gender Reporting Form". The purpose of the form is to try to ensure that women are involved in project development and implementation right from the start, from the first stage of the project cycle. The form consists of a questionnaire with several key questions regarding the involvement of women as project participants and beneficiaries, as well as questions relating to the gender dimensions of data inputs, monitoring and evaluation. It is now a requirement that this form accompany all project submissions including those approved in the field.

44. In 1992, UNFPA reviewed and analyzed the responses to some 75 of these forms that had been submitted during January-June 1992. The review indicated that the forms provided important information on the gender dimension in UNFPA projects, but needed to be further standardized. Therefore, the next step will be to develop, in house, a database that can be used to record information from the Gender Reporting Forms.

C. Improving technical dimensions of WPD programmes

45. Publications and reports. As part of its efforts to disseminate information and to improve the technical dimensions of programming in the area of women, population and development, UNFPA issued publications and reports on a variety of subjects. Such publications included: Women and Micro-enterprise Development; Women, Population and the Environment; Report of the Third Advisory Panel on Women, Population and Development; South Asian Women; and the practical training guide, Incorporating Women into Population and Development: Knowing Why and Knowing How, which has been issued in four languages. UNFPA also disseminated a compilation of 17 well-designed projects that illustrate various approaches to addressing women's concerns. This compilation, entitled "Model Projects", added synopses of 10 such projects during 1992.

D. Consultant roster

46. UNFPA maintains a computerized roster for consultants in the area of women, population and development. In order to meet the substantial demand from all regions for qualified experts in this specialized area, the Fund routinely screens curricula vitae received, selects qualified consultants and, where possible, interviews potential candidates.

E. Non-governmental organizations

47. In keeping with the emphasis on strengthening links with NGOs, UNFPA supported a variety of activities during the reporting period. Thus, the Fund conducted a workshop on women, population and environment during the United Nations Conference on Environment and Development (UNCED). The training provided enabled 11 women from NGOs in developing countries to participate more fully in the activities of the conference. UNFPA has made contacts at regional and country levels with non-governmental women's organizations to improve dialogue with them and to support activities in the area of women, population and development. As a result, the Fund agreed to provide support for a conference on women and health to be held in Mexico in March 1993. UNFPA is also providing support to women's organizations at the country-level. For example, in India, the Working Women's Forum is implementing, with UNFPA assistance, a family welfare project for working women in urban slums of Madras and rural areas of Tamil Nadu. In the Philippines, women's organizations are implementing a UNFPA-supported project that is designed to help them strengthen their capabilities to promote reproductive health care with a women's perspective.

F. Review of guidelines

48. UNFPA is currently reviewing its policy guidelines on women, population and development, which had been previously updated in 1988. An important aspect of this review has been the close involvement of field offices, 80 per cent of which responded to a questionnaire prepared by UNFPA headquarters. About 66 per cent of the respondents indicated that the guidelines were adequate, albeit with some reservations; 24 per cent thought that they were too broad, while only 3 per cent felt they were too narrow. The respondents identified two areas in the guidelines that required additional information: collaboration with other agencies, which is related to the issue of linkages between population concerns and special programmes; and clarification and some expansion concerning economic activities. At present, UNFPA is reviewing the comments of its Geographical Divisions on the field responses to the questionnaire.

II. PROGRAMMING AND PROJECT WORK

A. Activities

49. Good progress was made during 1991 and 1992 in the implementation of a number of intercountry projects. As a result some major projects were completed on schedule.

50. In the area of women's health, the WHO-executed project, "Participation and leadership of women in maternal and child health/family planning programmes", was concluded in 1992. The project's broad objective was to provide women's organizations with a better understanding of the interrelationships between women's health and the practice of family planning, and between women's health and their social and economic status. It also sought to increase the effectiveness of women's organizations in MCH/FP programmes. Project activities helped to strengthen multi-sectoral teams in more than 40 countries of all regions. Follow-up activities are being undertaken in 10 selected countries with emphasis being placed on issues most relevant to the needs of the countries, such as the Safe Motherhood Initiative and adolescent reproductive health.

51. Another successful project was one executed by the Italian Association for Women in Development (AIDoS) to produce multi-media training materials for use in a regional programme against female circumcision in Africa. Under the project, the ILO Training Centre in Turin helped train trainers to design and develop multi-media training materials for use in information campaigns in Ethiopia, Nigeria, Gambia

and Sudan. Upon their return to their countries, participants were able to form teams to conduct campaigns to raise awareness of the harmful effects of female circumcision.

52. In the area of WPD training, two projects were completed in 1991 -- one implemented by the University of Sarajevo and the other by the Royal Tropical Institute. Participants included UNFPA field staff, both national and international, and government and NGO staff involved in WPD programmes in their countries.

53. UNFPA continued to monitor ongoing projects dealing with various aspects of women, population and development, including those in the area of women's economic activities. For example, the Fund organized a monitoring mission to China to review the project, "Improving the status of rural women through income-generating activities and MCH/FP". The mission included staff from the Fund's WPD Branch, the FAO Technical Adviser assigned to the project and representatives of interested bilateral donors. There are two principal aspects of this project: to upgrade rural township enterprises at the county level, and to form women's groups. The monitoring mission found that, overall, project management and implementation were excellent. It made recommendations for improving the procedures for the revolving-fund component of the project, as well as for strengthening other aspects, such as women's literacy skills and linkages with family planning.

54. An ongoing activity that is proceeding well is a research project to study the effects of environmental degradation on women's work and health, which is being implemented by the United Nations Research Institute for Social Development (UNRISD). UNFPA participated in a review of this project in May 1992. Preliminary findings of researchers from Kenya, Mexico and Malaysia underscored the impact that environmental changes have on women's health and time use. The research, which is being conducted by local institutions, also indicates that there is a dearth of knowledge at the micro-level about the interactions between women and the environment. This project's findings, therefore, should make a significant contribution to filling this void. A similar study is now also being undertaken in Morocco.

55. An important ongoing regional project is one to establish the Arab Women's Centre for Training and Research, which is being supported by four donors: UNFPA, the Arab Gulf Programme for the United Nations Development Organizations (AGFUND), UNDP and the International Planned Parenthood Federation (IPPF). UNFPA has participated actively in all meetings of the Centre's Technical Committee, as well as its Higher Steering Committee. In addition, UNFPA has been chosen as the executing agency for the project.

56. UNFPA provided assistance to enable participants from developing countries to attend various meetings and conferences, such as the conference on "Changing Families in Changing Societies", organized by the International Council on Women; and the Symposium on Women, Science and Development organized by the International Federation of Institutes for Advanced Study (IFIAS). At the regional level, UNFPA is supporting a project, executed by the UNNITI Foundation, in selected South Asian countries through which research is being undertaken to assess the effectiveness of NGOs in the area of women, population and development.

57. A new project being executed by The Population Council -- "The Family and Population Policy: Towards a Realization of Reproductive Choice" -- builds upon two previous projects under which activities were undertaken on the subject of family structure, female headship and poverty. The research, policy-assessment and awareness-creation activities of this project will allow Governments to plan and implement policies that not only benefit women but also are effective in achieving broad-based population goals, especially reproductive choice.

58. During the year, UNFPA evaluated selected projects in the area of women, population and development, in particular those dealing with income-generating activities for women in development. The Fund's WPD Branch helped select the countries and key issues to be evaluated; prepare concept papers on income-generating activities and on evaluation design for women's economic activities, and brief mission members. The countries selected were Egypt, Ghana, India, Paraguay and the Philippines. The results of the evaluation, which will be available in early 1993, will be useful in determining future directions in the area of income-generating activities for women as well as in providing inputs into the review of guidelines mentioned above. The evaluation focused on such special issues as the viability of the enterprises supported, the effectiveness of the mechanisms used to provide credit funds, the linkages between women's economic activities and use of MCH/FP services, the effectiveness of various executing agencies, and collaboration with other donors.

B. Inter-agency collaboration

59. The Fund collaborated closely with United Nations agencies and organizations during the reporting period. For example, it participated in inter-agency meetings organized by the Division for the Advancement of Women of the United Nations Office in Vienna (UNOV) on women and the International Year of the Family (IYF); in meetings on preparations for the 1995 Fourth World Conference on Women, held in Vienna prior to the thirty-sixth and thirty-seventh sessions of the Commission on the Status of Women; and in seminars organized by the Division for the Advancement of Women on women and poverty and on women in development. UNFPA is collaborating with UNICEF, UNDP and the United Nations Development Fund for Women (UNIFEM) in supporting the project, "Families: A View from Within", as part of collaboration for the IYF.

60. As in 1990, UNFPA continued to serve as chair of the subgroup on women in development (WID) of the Joint Consultative Group on Policy (JCGP) until February 1992, at which time the responsibility was assumed by the World Food Programme. UNFPA continues to have budgetary responsibility for the jointly funded WID subgroup. During 1991, activities were carried out in accordance with the work plan approved by the JCGP for the subgroup. A significant achievement of the subgroup was the WID Training Workshop held in October 1991 for high-level staff of JCGP organizations in francophone Africa and their government counterparts. The WID subgroup also distributed an issues paper on "Women and Structural Adjustment: Operational Implications for Member Organizations of the Joint Consultative Group on Policy".

61. In the area of environment, UNFPA and UNICEF co-funded the UNCED-organized symposium, "Women and Children First", which examined the impact of poverty and environmental degradation on women and children and assessed the real and potential contribution of women and children to sustainable development. UNFPA participated in inter-agency meetings of the Working Group on the Global Assembly for Women and Environment and attended meetings of the Senior Women's Advisory Group on Women and Environment, as well as meetings of the Ad-hoc Working Group on Women, Environment and Development. As in previous years, UNFPA collaborated with the United Nations Department of Information in information activities on women, for example, on International Women's Day. The UNFPA Executive Director represented the United Nations system on International Women's Day in 1991, the topic of which was "Making Women Count". For International Women's Day the following year, she served on a panel made up of senior officials from the United Nations agencies and organizations to discuss the status of women within the United Nations system. She represented the Secretary-General on the commissioning of the Centre for Women's Development in Abuja, Nigeria, in 1992.

62. During the reporting period, considerable progress was made in the area of women's health as a result of collaboration among partner agencies and organizations of the United Nations system, especially in such

areas as the Safe Motherhood Initiative. UNFPA also participated in the Technical Discussions on Women, Health and Development at the WHO World Health Assembly held in May 1992 in Geneva.

63. In June 1991, the United Nations published The World's Women 1970-1990: Trends and Statistics. This publication, the result of collaboration between the United Nations Statistical Office, UNFPA, UNICEF and UNIFEM, is the most comprehensive and authoritative analysis of global indicators of the status of women available in the world. UNFPA continues to collaborate with the other organizations in the important area of statistics on women, for example, through support to update The World's Women, which is planned to be published in time for the 1995 World Conference on Women. The Fund also continues to participate in the FAO Inter-agency consultation on Statistics and Databases on Gender in Agriculture and Rural Development.

64. UNFPA provided its input into various reports on women and development prepared by the United Nations system. For example, it provided information on women, population and development to the Office of Director-General for Development and International Economic Cooperation for its 1991 report, which included a chapter on women in development, both as a mainstream activity and as a specific activity of the United Nations system. It also gave its input to the Division for the Advancement of Women for inclusion in the 1990-1991 biennial report of the Secretary-General on Monitoring the Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women. In 1992, UNFPA cooperated with the Joint Inspection Unit (JIU) by providing its input for the report of the Inspector on the assessment of the impact of contributions made by the United Nations system to the advancement of women since 1975. The Fund provided an article for a special series on "The United Nations and Women", which was published in the newsletter of the United Nations Institute for Training and Research for the Advancement of Women (INSTRAW).

STATUS REPORT ON UNFPA IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTION 47/199

65. Following the Secretary-General's comprehensive triennial policy review on the status of operational activities of the United Nations system (document A/47/419 and Add.1-3), the General Assembly adopted several major policy measures and, in December 1992, established a process for review of their implementation by the General Assembly, the Economic and Social Council, and other relevant governing bodies. Of major implication to UNFPA operations is the landmark General Assembly resolution 47/199, which sets forth principles and directives to enhance operational activities at the field level. Resolution 47/199 stresses that national plans and priorities constitute the only viable frame of reference for the national programming of operational activities of the United Nations system. It also stresses the universal, voluntary and grant nature of these activities and emphasizes that such activities are to be carried out for the benefit of the developing countries, at their request and in accordance with their own policies and priorities for development.

66. UNFPA fully supports the tenets of resolution 47/199 and has initiated several steps to implement elements of the resolution applicable to UNFPA, most notably through its involvement in the Joint Consultative Group on Policy (JCGP) and the Administrative Committee on Co-ordination (through the Consultative Committee on Substantive Questions (CCSQ) and the Consultative Committee on Administrative Questions (CCAQ)).

67. The following are the main areas of UNFPA's active involvement and action:

Country strategy note (paras. 9, 39(c), 39(g))

68. Resolution 47/199 stresses that a country strategy note should be formulated by interested recipient Governments with the assistance of and in cooperation with the United Nations system under the leadership of the resident coordinator. One of the goals of the country strategy note is to ensure the effective integration of assistance provided by the United Nations system into the development process of countries.

69. Drawing upon its extensive programming experience, most notably that recently gained through the Fund's Programme Review and Strategy Development (PRSD) exercises, UNFPA is in a strong position to contribute to the formulation of the country strategy note. The PRSD exercise employs a multi-sectoral rather than sectoral approach and aims specifically at developing a comprehensive strategic framework for population activities at the country level over the next 5 to 10 years, within the context of the Government's overall development priorities and objectives. The PRSD exercise has led UNFPA, quite naturally, to cooperate closely with Governments and with other organizations of the United Nations system. More recently, UNICEF has agreed to participate in UNFPA's PRSD exercise, and UNFPA has agreed to participate in UNICEF's Situation Analysis.

70. In addition, UNFPA will continue to support the system-wide effort to ensure a systematic, integrated and coordinated United Nations contribution to the country strategy note by participating in the relevant inter-agency fora to guide this process. The Fund has participated in the CCSQ working group that drafted initial guidelines for the country strategy note. UNFPA, as a member of the JCGP, assisted in the drafting of a letter from the Under-Secretary-General for Policy Coordination and Sustainable Development to resident coordinators requesting them to assist interested Governments in formulating country strategy notes. Furthermore, the Fund prepared a letter for its UNFPA Representatives/Country Directors requesting them to support the resident coordinator in this endeavour. In 1993, UNFPA will continue to organize special briefings for all its field and headquarters staff to provide support and guidance in maximizing the impact and effectiveness of UNFPA's inputs into the formulation process. Such information will also be included in future staff training. The Fund will also continue efforts to include population issues as they relate to this topic in the curriculum of the management coordination workshops conducted at the ILO Training Centre in Turin, whose overall aim is to strengthen the concept and role of the United Nations development team at the country level and to make the resident coordinator system more effective in supporting national development efforts.

Harmonization of programming cycles (para. 10)

71. Resolution 47/199 reaffirms the call to the funding organizations of the United Nations system, within the context of the JCGP, to harmonize their programming cycles and, where appropriate, to adapt them to national budget cycles, plans and strategies. The harmonization of cycles will enhance the synergistic effect of programming, both of the United Nations organizations and of Governments, which, in turn, will lead to the more effective use of resources and contribute to more dynamic development cooperation and better service delivery.

72. UNFPA, together with the Heads of its partner organizations of the JCGP, agreed in January 1993 to continue to explore ways of further harmonizing the programme cycles of their organizations and of adapting these cycles to national development plans. Ongoing reviews are being conducted by coordinators designated from each region to study, on a country-by-country basis, the progress made and the steps required to increase the number of countries with harmonized cycles. UNFPA has issued instructions for bridging

arrangements for 1-2 years to bring its programming cycles in line with national planning cycles with the understanding that others, particularly UNICEF and UNDP, will do the same.

Programme approach (paras. 12-14, 31)

73. Resolution 47/199 requests the Secretary-General to promote an early agreement on a common interpretation of the programme approach for the United Nations system and to report on it to ECOSOC at its substantive session in 1993.

74. UNFPA strongly supports the development of a common programme approach. With its past performance, reflected in over 80 PRSD exercises since 1989, the Fund is well poised to assist in the development of such an approach. It is actively participating in the JCGP efforts to review the issues and work together on a common interpretation of the programme approach. At the inter-organizational level, as noted above, UNICEF and UNFPA will participate in each other's major programming exercise -- the Fund's PRSD exercise and UNICEF's Situation Analysis.

75. UNFPA also participated in the working group of the CCSQ that has developed system-wide objectives, definitions and guiding principles of the programme approach and has agreed on a text that could be incorporated into the progress report of the Secretary-General on the implementation of the resolution. The Fund will continue to explore further concrete steps towards a common application of a programme approach. UNFPA will also step up its support to help strengthen training in this area.

National execution and national capacity building (paras. 15-18, 20-22, 26, 30, 47)

76. Resolution 47/199 confirms national execution as a principal tenet of development assistance provided by the United Nations system. It also requests the Secretary-General to promote an early agreement on a common interpretation of national execution to be applied to the United Nations system and to report on it to ECOSOC at its substantive session in 1993.

77. UNFPA's report to the Governing Council on Guidelines on national execution (DP/1992/29), submitted to the Council at its thirty-ninth session, reaffirmed its commitment to enhance national execution by strengthening national capacity to manage population programmes as part of the effort to enable countries to become fully self-reliant. Throughout 1992, the Fund stepped up efforts to strengthen national execution of UNFPA-funded activities. For example, the Fund organized two regional workshops to train national staff in UNFPA finance and accounting policies and procedures -- one in Manila, the Philippines, the other in Kingston, Jamaica. The workshops were similar to those conducted in Dakar, Senegal, in 1989; in Nairobi, Kenya, in 1990; and in Turin, Italy, in 1991. The Fund also provided support to train staff of some national NGOs in these same areas. In 1992, Governments and national NGOs executed country-level activities totalling some $28.2 million in UNFPA regular resources, a slight increase in percentage terms over the previous year (27.4 per cent compared to 26.3 per cent).

Technical support services (TSS)

78. UNFPA's new successor support-cost arrangements are in consonance with resolution 47/199, which stresses the need for the United Nations development system to improve its effectiveness and efficiency in delivering assistance, to strengthen its capacity to provide policy and technical assistance and advice, and to give increased priority to assisting recipient countries in building and/or enhancing the necessary capacity to undertake national execution.

79. The Fund's TSS arrangements, which were approved by the Governing Council in decision 91/37, are designed to provide the necessary high-quality technical assistance that is recognized as an integral component of strategic programming and essential to the success of national execution and decentralization. Such technical assistance is also at the core of the Fund's new successor support-cost arrangements, which seek, among other things, to provide timely and effective support for population programmes and policies in developing countries, bring technical services and advice close to field-level activities and help Governments assume the management of UNFPA-funded programmes and projects, while ensuring transparency and accountability.

Decentralization (paras. 24-25, 27)

80. Resolution 47/199 decides that, in order to enhance the coherence of programming and resource utilization, programme development and component approval, capacity and authority should be further decentralized to the field offices. Decentralization will enhance field offices' ability to respond rapidly and flexibly to the needs and priorities of developing countries and to adapt procedures to those of Governments.

81. UNFPA's policy of decentralizing programming and project approval authority to the field level is long-standing and well advanced. In general, the Fund's aim has been threefold: to enable UNFPA Representatives and Country Directors to respond more quickly to emerging needs; to improve the quality and coverage of programmes and projects; and to speed up programme delivery. The Fund has also sought to enhance the managerial capacity of field offices through training, staff transfers and staff recruitment.

82. To further streamline its decentralization process, the Fund prepared revised guidelines on decentralization allowing for far greater approval authority at the field level. The guidelines will go into effect shortly in 1993. Selected countries are currently being considered for total decentralization, a process that will be expanded upon review of experience.

83. To enhance accountability at the field level, UNFPA is taking steps to strengthen financial control systems. The Fund proposes to use the services of UNDP's Roving Finance Officers and to join UNDP in its efforts to simplify work methods and improve financial monitoring and internal auditing of financial transactions at the field level through the regional service centres that UNDP is establishing.

Rules, formats and procedures (paras. 29, 32-35)

84. Resolution 47/199 stresses that common formats, rules and procedures are critical for a successful shift to a programme approach. It further emphasizes that all formats, rules and procedures should be simplified and harmonized to promote national capacity-building, so as to assist the Government in integrating external assistance from different sources into its development process.

85. UNFPA procedures have long been similar to those of UNDP. UNFPA actively supports efforts to simplify, harmonize and increase the transparency of its financial and administrative procedures. For example, the Fund actively participates in the efforts of the Consultative Committee on Administrative Questions (Financial and Budgetary Questions) to develop common accounting standards for the United Nations system. Moreover, as a member of the JCGP, the Fund participated in a comparative study of the accounting, financial reporting and auditing procedures required of Governments designated as executing agencies of UNDP-, UNFPA- or UNICEF-assisted programmes and/or projects. The JCGP made this study available to the project on Harmonization and Simplification of Aid Accounting Requirements being implemented by the United Nations. The project provides a core technical team in support of a Working Group composed of

bilateral and multi-lateral donors and several developing countries. The objective is to streamline donors' aid accountability requirements and to formulate accountability standards acceptable to donors and host countries.

86. The Fund is working closely with partner JCGP organizations in preparing a common manual on reviewing and harmonizing procedures. It is expected to be completed by July 1994. The Fund also participates in the Inter-Agency Working Group on Evaluation, which is currently reviewing elements for collaboration in the area of evaluation. A report of this working group will be presented to the JCGP for action in relation to resolution 47/199. The Fund is also in the process of reviewing its own programming and project procedures in order to support further simplification and harmonization efforts.

Procurement (paras. 27-28)

87. Resolution 47/199 stresses that the procurement of expertise and equipment should be decentralized to the country level, to the maximum extent possible, and reflect national needs and ensure cost-effectiveness.

88. UNFPA strongly emphasizes local procurement. It has made special efforts to increase procurement of equipment and supplies from developing countries, more than doubling such procurement during 1992 ($7 million as compared to $3 million in 1991). In addition, UNFPA has made stronger efforts to involve underutilized major donors, while maintaining the principles of international competitive bidding.

Resident coordinator system (paras. 36-39)

89. Resolution 47/199 stresses the strengthened resident coordinator function as an integral component in assisting Governments in mobilizing technical expertise from both inside and outside the United Nations system and ensuring coordination at the country level through, inter alia, the country strategy note, in order to respond to national needs and priorities in the most cost-effective and efficient manner and to maximize the impact of the United Nations system on the development process.

90. Aside from supporting these provisions of resolution 47/199, UNFPA will continue to work closely with all concerned to explore additional ways to strengthen the resident coordinator system. It supports the move to widen the pool of candidates to serve as resident coordinators and to pay particular attention to the selection of resident coordinators who have relevant wide development experience along with managerial and team-building skills. The Fund also supports increased transparency of the selection and placement process.

Field-level committees (paras. 40-41)

91. Resolution 47/199 calls upon the resident coordinator to establish, in consultation with host Governments, a field-level committee that will normally be composed of all resident United Nations system representatives. Led by the resident coordinator, the committees will serve as a coordinating mechanism for United Nations activities in the countries concerned.

92. UNFPA strongly supports the establishment of field-level committees of all the United Nations organizations present at the country level and is prepared to provide guidance on any area within its competence, especially those dealing with population concerns. UNFPA is well placed to contribute its experience to facilitate the continuation of population assistance within countries. The Fund recognizes the important contribution these committees could make to its ongoing PRSD exercises. The Fund will therefore continue to provide its field offices with support and guidance in assisting resident coordinators to establish such committees.

Common premises (para. 42)

93. Resolution 47/199 welcomes the decision of the JCGP to set a target for increasing the number of common premises.

94. Every member of the JCGP, including UNFPA, has since reaffirmed its commitment to a several-fold increase in common premises. In the majority of instances, UNFPA, together with the World Food Programme (WFP) and the United Nations Industrial Development Organization (UNIDO), already share premises with UNDP. In several countries, all JCGP members resident in the country share common premises. Moreover, the JCGP is currently studying the cost implications and alternative modalities of a phased programme for establishing a United Nations System Common Premises (UNSCP). While construction of common premises under the UNSCP has been completed in 3 countries and is in progress in 6 others, there are plans for such construction in another 44 countries, some of which is already under way. The Fund proposes to share the costs, on a proportional basis, of 33 of these. In the meantime, the Fund will continue to actively participate in the ongoing study and in discussions on common premises.

Training (paras. 43-46)

95. Resolution 47/199 calls for the development of integrated and innovative system-wide training programmes for the United Nations staff, at headquarters and especially at the field level, and for government and other national staff to facilitate the shift from the project to the programme approach. The resolution also stresses that training programmes should aim to develop national capacities and national execution and promote effective and innovative execution modalities.

96. UNFPA strongly supports these proposals. Through its involvement in the Training of Trainers programme organized by the JCGP Subgroup on Personnel and Training, UNFPA helped develop a HIV/AIDS orientation curriculum and a pilot workshop, which was successfully completed in Africa in 1993. Further workshops will be held, and joint training is envisaged in other areas, for example, emergency/security and programme management training. The Fund participated actively in discussions with the ILO Training Centre in Turin on improving the management of field coordination and on strengthening the curriculum to include population-related and planning issues. In its efforts to further cooperate with inter-agency joint-training activities, the Fund is also actively involved in CCSQ's Advisory Panel on Training as well as in CCAQ's Subcommittee on Training.

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